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ABSTRACT

Population education is the term used to describe the efforts of the educational system to make children, youth and adults aware of population changes and their consequences, so that they may, as individuals and as members of society, make informed population-related decisions. The entire range of educational institutions within a country--both school and nonschool--are involved in principle. Primary attention should be directed to the development of programs at the national or subnational level. Some regional and global activities are suggested in support of these programs. It is estimated that between $20 and $25 million will be needed during the next five years for the initiation and institutionalization of school and nonschool programs and supporting regional and global activities. At the end of the program development phase, estimated at five years, the need for special funds from external donors for population education programs will decline as the programs are integrated into the educational system. (For related document, see AC 014 388.) (Author)

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March, 1973

Population Education: School and Nonschool

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It is estimated that between $20 and $25 million will be needed during the next five years for the initiation and institutionalization of school and nonschool programs, and supporting regional and global activities. At the end of the program development phase, estimated at five years, the need for special funds from external donors for population education programs will decline as the programs are integrated into the educational system.

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Population Education: School and Nonschool

Population education may be defined as the educational process whereby individuals learn (1) the causes and most important the consequences of population phenomena for themselves, their communities, and the environment, and (2) the possible effective means by which the society as a whole and they as individuals can respond to and influence these phenomena in order to enhance the quality of life now and in the future.

The term population education has been until recently synonymous with school programs, particularly at the primary and secondary level. Now, however, it is being used increasingly to describe an educational process that takes place in universities and in nonschool organizational settings as well, including, among others, programs of agricultural extension, literacy, adult education and community development. The audience includes school children, out-of-school youth, and adults.

The goal of population education programs is to make people aware of the nature of the population changes that are occurring, and of the consequences of their own population related behavior, including fertility, migration, employment, age-at-marriage, etc. It is anticipated that as a result of this awareness people will be able to make informed, conscious decisions concerning their population-related behavior, both individually and as members of society.

Population education for youth is concerned with the medium to long term. By developing awareness of the population situation and what might be done about it, it is hoped that crash programs in education and mass communication in the future will be less needed. Programs directed toward adults hope for a more immediate influence, for example on the acceptance of family planning, or delays in the age of marriage, or on decisions to migrate from rural to urban areas, or in support for governmental population policies.

The content of population education covers a broad range of subject matter, much beyond traditional demography. It includes information on: the population situation (size, growth, migration, distribution, trends); on the relationship between population and the quality of life now and in the future (for example, food, health, education, employment, urbanization, the environment, socio-economic development, and family life); on possible action programs (both governmental and individual); and on human reproduction as a means of implementing one aspect of individual actions (human physiology, human sexuality, family planning, and contraception). Both macro and micro level data are included. The exploration of values and attitudes is also seen as an integral part of the learning process.

Since most, although not all, nonschool education is directed to audiences already in the reproductive ages the focus is often on content which might contribute to the acceptance of family planning and contraception, and might stress, for example, the affect of family size on family life, health, etc. Other programs are directed to elite audiences hoping to obtain their interest in and support for population policies. The focus in these programs might be on the relationship between population change and the quality of life. In all nonschool programs the goals of the program, the socio-cultural characteristics of the society, as well as the life experiences of the participating individuals, determine the content of the programs. Unfortunately, the knowledge

base from which program content can be developed is weak in many cases. The individual learner is most concerned with the consequences of population changes at the micro-level, whereas demographic research until recently has been primarily concerned with the determinants of change at the macro-level. Therefore, more social research is urgently needed, for example on the relation of population change to various aspects of family life and to the quality of life.

School programs cover a wide age group. By far the largest proportion of students in schools in the developing world proceeds no further than the primary level. But as a result of late first enrollments and considerable repetition of grades, many primary school students are already in or very close to the reproductive ages. The focus of programs directed to these students is on the nature of the family and family life, and the impact of population. The smaller group of students who stay in the formal education system through secondary school, and even university, represent a latent elite. They are often the people who will assume positions of leadership in the years ahead. Programs directed to them, therefore, emphasize more policy related issues, such as the relationship of population change and the quality of life.

The broad scope of population education content touches in one way or another on most subjects included in the school curriculum. As a result, in most programs information and analytical skills are being infused into the already existing programs as appropriate to the intellectual and emotional level of the students' development. Evaluation of the effectiveness of this infusion approach, in relation to other approaches such as the development of separate courses, is part of the future agenda for the field. Decisions as to what actually should be included in the school program have been based upon: (1) political and cultural circumstances (for example, the acceptability of talking about population or sexual matters); (2) assessment of the school's ability to deal effectively with certain concepts, particularly those that are personal and potentially sensitive (such as contraception and sexuality); and (3) the goals and objectives of the program.

It is often argued that school programs should focus their attention on the primary level since most children in the developing world receive no further formal education beyond that level, and because these are believed to be formative years in terms of development of population-related attitudes, particularly with regard to fertility. There is an implied assumption that this will be the last or only time that the students can or will be exposed to population-related materials. If this were so it would be unfortunate since it is at the primary level that the knowledge base for population education programs is weakest. We know little about the nature of population learning, nor do we have the content of population education sufficiently well developed to prepare materials that are simple without being simple-minded.

Until very recently plans for developing population education programs--whether school or nonschool--were developed independently of one another, as if each of the component parts existed in a vacuum. However, stemming from the growing awareness that learning takes place in different settings and at different times, population education planners are now beginning to look at the educational system as a whole, including school and nonschool. Table I suggests a schematic matrix for analyzing and planning the content

The Content of Population Education / The Educational System		THE POPULATION SITUATION					POPULATION AND THE QUALITY OF LIFE INCLUDING:								ACTION PROGRAMS		HUMAN REPRODUCTION		
		Size	Growth	Distribution	Migration	Trends	Food	Health	Education	Employment	Urbanization	Environment	Socio-Economic Development	Family Life	Public Policies & Programs	Individual & Family Choices	Human Physiology	Human Sexuality	Family Planning & Contraception
URBAN	Universities																		
	Teacher Training Institutions																		
	Secondary Schools																		
	Primary Schools																		
	Out-of-School Youth Programs																		
	Adult Education																		
	Literacy Programs																		
	Community Development																		
	. . .																		
RURAL	(As above plus)																		
	Agricultural Extension																		
	. . .																		

Table I: Matrix for analyzing and planning the content of population education programs

of population education programs. In order to determine which cells will be filled, and which left blank to be filled by another part of the education system, the planner needs: (1) a broad and encompassing set of goals and objectives; (2) an assessment of the strengths and weaknesses of the various institutions within the system with respect to these goals and to the handling of the particular content; and (3) information concerning the socio-cultural characteristics of the society. It is assumed that, to the extent possible, each individual should receive the maximum amount of information, limited only by the level of his intellectual development and capabilities.

Adoption of this overall population education planning concept has obvious implications for the organization and administration of programs, as indicated in Figure I. A unit is needed to assume responsibility for developing educational goals and objectives, and for coordinating the activities of the whole range of educational institutions and organizations that may contribute to population education either through action programs or through training and research activities. Cooperation between a range of governmental agencies now involved in educational programs will be required. School programs will have to come under the aegis of the Ministry of Education which may also have responsibility for some aspects of nonschool education. Other Ministries, including, for example, Agriculture, Labor, and Social Welfare, will have relevant educational programs under their jurisdiction that must be coordinated with each other and with school programs. For overall planning to be effective patience will be necessary.

Progress in School Population Education

In the paper prepared for Bellagio II we identified eleven countries in the developing world with one or more population education projects or programs underway in schools. In addition, twenty-four countries were listed as having expressed an interest in the field.

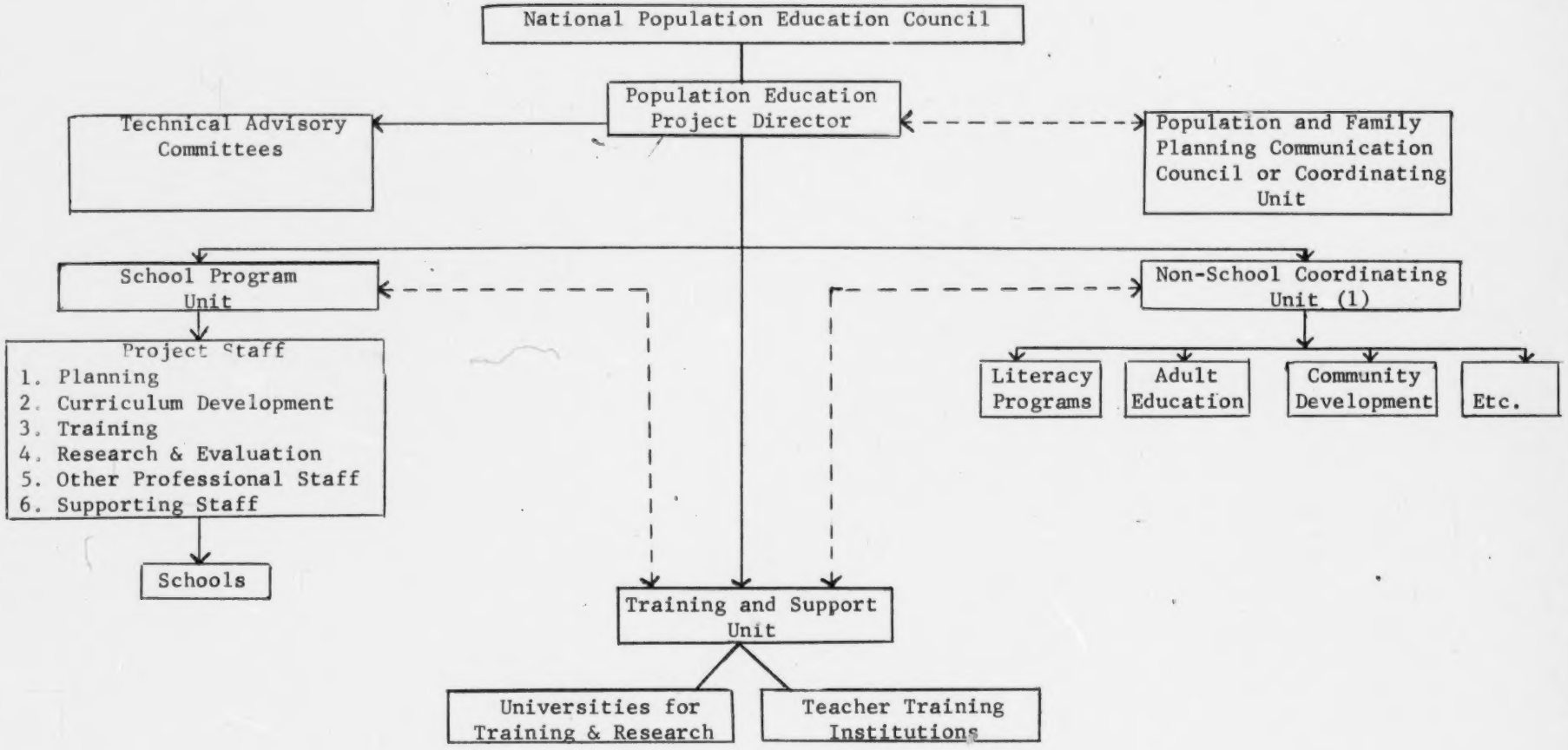
During the last two years the situation has changed. In Africa the one national project (in Tunisia) now appears inactive. No other national program has been started, although a strong statement of interest was voiced by the Government of Kenya in January 1973. At the same time a multi-national project, linking social studies educators in twelve subSaharan African nations, is likely to get underway before the end of 1973.

As before, the greatest activity has been in Asia. The Indian program is now active both at the national level and in at least five states. Philippine children are already being exposed to population materials in their classrooms, and the government has just authorized universities to reduce the required teaching of Spanish by half in order to provide room for curricula on current issues, including population. Of the seven Asian countries listed in 1971, only two--Iran and Nepal--have not proceeded with program development to any great extent. During the same period, however, Malaysia, Sri Lanka, and Thailand have made significant efforts bringing them into the group with programs in process.

In Latin America, with the exception of Colombia, the emphasis has been on sex education. However, there are recent indications that a number of these projects are adding a significant demographic and population component.

FIGURE 1

Organization Chart for a Hypothetical
National Population Education Program*



(1) In this chart the nonschool unit has primarily a coordinating function. In some cases, however, a regular project staff, such as for school education, may be called for.

* Adapted from J. E. Jayasuriya, Communication 9 July 1972, UNESCO Regional Office for Education, Bangkok.

Status of School Population Education
in the Developing World, March 1973
Projects or Programs Planned or in Process

Africa

African Social Studies Programme

Asia

India*
Indonesia*
Iran*
Malaysia
Philippines*
South Korea
Sri Lanka
Taiwan
Thailand*

Latin America

Colombia*
Costa Rica
Panama

*Denotes more than one project or program.

The Status of Nonschool Population Education

It is doubtful that anyone has a comprehensive picture of nonschool population education in the developing world today. Within the United Nations system itself, a number of the specialized agencies have extensive programs planned or in process. ILO has population education programs for workers and employers in various parts of the world. FAO's Program for Better Family Living incorporates population-related concepts and materials into their activities directed to rural populations. UNESCO's programs in literacy, in education for rural development, and for youth either have or are planning population components. UNICEF and WHO also have relevant program activities.

Private organizations are also playing an important role. For example, IPPF has a particular interest in educational programs for out-of-school youth, and is planning a major workshop on that subject for the Asian region in 1973. World Education (New York) has provided technical assistance and financial support to a number of experimental family life planning projects in different parts of the world.

In Thailand a pilot functional literacy project has incorporated family planning and population information into a total family life planning curriculum developed on the basis of the self-perceived needs of the community. The result appears to be fewer drop outs from the literacy program and greater acceptance of the family planning concept. A similar program is being developed in Turkey where the materials are also being used in the army's educational program for illiterate recruits. In Iran soldiers are used to provide educational programs for rural populations. Other projects in Asia are found in India, Indonesia, Malaysia and the Philippines.

In Colombia a pilot community education project is being developed by the Family Planning Association in cooperation with the Coffee Workers Association. In Honduras the Family Planning Association, the National Association of Campesinos, and the Ministry of Education are testing the acceptability of population/family planning information in various educational programs. In Costa Rica population education texts are being developed for use

at different literacy levels.

Activities in Africa, at present, appear to be limited to those of the international agencies, such as the FAO Program for Better Family Living in East Africa.

A survey of existing and planned activities would be useful to assess the present state of the field and the degree to which activities are complementary or overlapping. This would also aid the diffusion of innovative and tested program ideas.

Needs for Program Development at the National Level

The needs for population education program development within the developing world are fundamentally the same today as they were two years ago. Although there has been some progress, more needs to be done. Donor agencies can assist in the development of programs within countries by providing funds for the following purposes:

1) The creation of a favorable climate of opinion among responsible leaders in education and population in order to insure the necessary political and administrative support for program development;

2) The training of sufficient skilled manpower knowledgeable about population education to develop program plans and strategies for implementing these plans;

3) The creation of a coordinating unit to develop population education policies, objectives, and priorities for program development;

4) The development of educational and research institutions within the country capable of providing intellectual support for the program, both in terms of the content of population education, and in terms of basic and applied research necessary for materials planning, training, and evaluation;

5) The development of materials both for teachers and learners, including sourcebooks;

6) The development of teacher training programs;

7) The creation of research and evaluation programs; and

8) The provision of short-term consultation and resident advisory services, as necessary, to expedite the development of the above activities.

No country, as yet, has developed the whole range of institutional arrangements necessary to support coordinated population education programs. Particularly lacking are the university and research institutes that might provide institutional backstopping for program activities, in terms of both the process and the content of population education. In some, but not all countries, separate units to direct either the school or the nonschool portion of the

program exist. Efforts to coordinate these sectors are in the very early stages, and should be encouraged.

A particular concern for school programs is the absence of a clear conception of the content of population education from which program materials can be developed. In some cases what is needed is the drawing together of already existing knowledge and concepts into a unified whole. An effort to accomplish this is now being undertaken by the UNESCO Regional Office in Bangkok. More often than not, however, the basic research is lacking, particularly at the micro-level. For example, we need to know much more about the impact of population change on the individual and the family. Here the needs of school and nonschool educators coincide.

It should be noted that the field of population education, both school and nonschool, is still in its infancy, having its formal beginnings during the last five years. It is only during the last two or three years that anything approaching a critical mass of attention has been paid to the issues involved. Thus, immediate results cannot be expected. However, criteria for measuring the effectiveness of programs should be developed early in order to avoid misunderstanding later.

Regional and Global Activities in Support of National Efforts

Population education programs must be developed on a national or subnational level. There are, however, a number of activities that can be undertaken on a regional or global level to support in-country program development. Most of these activities should be temporary, until the in-country capacity to carry them out is fully developed. These would include:

1) Programs to train leaders for national programs either through short courses, vacation programs, or in special programs of three to six months duration;

2) Development of mobile educational teams to assist in teacher-training programs, with the design of research and evaluation, and with materials development, as well as to conduct seminars and workshops for educational leaders in countries developing programs;

3) Technical services to national curriculum development groups, including accuracy checks for materials developed in countries where qualified population specialists and others are in short supply; and

4) The development and adaptation of research and evaluation instruments and projects.

There is another set of activities that can and should be undertaken at the regional and/or global level whose value will remain even when national programs are fairly highly developed. These would include:

1) Development of a journal, an abstract service, and a newsletter to report on important scholarly and program developments in the field.

2) Development of a repository of learner and teacher materials, including audio-visual materials, from the region and from other parts of the world;

3) Convening of seminars, workshops and conferences on specific topics, such as evaluation, teacher training, or materials development, as necessitated by developments within the region;

4) Translation and dissemination of important materials from other languages;

5) Preparation and dissemination in popular form, for teachers and other lay audiences, of the products of population-related research done at population research centers throughout the world but applicable to the region; and

6) Maintenance of a directory of specialists in population education.

Although curriculum materials are most effectively developed at the national or subnational level, the processes by which materials and programs are developed can be shared. There is a clear need to diffuse the results of pilot projects and to engage in analysis of program factors that explain what happened and why. Similarly, research maps must be drawn to facilitate program activity, and to establish research and development priorities. These needs might best be achieved through a network of institutions working in population education, similar to those already operating in other fields, such as the International Committee for Contraception Research and the International Committee on Applied Research in Population.

During the last two years some progress has been made toward meeting some of those needs that can serve national programs at the regional level. UNESCO has assigned population education specialists for school programs to their regional offices for education in Bangkok, Dakar, and Santiago. The UNESCO Bangkok office has also received approval to establish a clearinghouse and a mobile team for the development of school programs, and is also developing a sourcebook. In Latin America UNESCO's Regional Office has helped develop a number of seminars for educators. UNESCO's activities in North Africa and the Middle East and in subSaharan Africa are, however, at a lower level of intensity.

The nonschool area is more diffuse and regional activities are less clearly defined at present. Thus, for example, ILO has established posts for workers' population education advisers in all regions to coordinate their programs. FAO has a central staff in Nairobi coordinating activities for the East African region. However, no agency or group of agencies has, at present, the field staff and activities which are required for expeditious development of the field.

The Role of UNESCO

Two years ago, in speaking of school population education alone, we observed that "for the kind of program envisaged here, a central international responsibility is needed to stimulate, promote, guide, supply and support the overall effort." The need still exists, especially in view of

the broadening of the field to include nonschool programs as well.

Two years ago we suggested that UNESCO would be the "natural agency" to assume the task for overall coordination. That too is still true. However, in reality it is clear that UNESCO is not yet ready to play the leading role for international development in the field of population education. Whether recent changes in the organization of UNESCO's population program, both within the education sector and overall, will result in the dynamic leadership that is necessary cannot be predicted at present. It will probably take twelve to eighteen months before that question can be answered.

For the interim period we offer the suggestion made two years ago: that UNESCO convene a meeting of donor agencies concerned with the development of population education programs in order to develop a donor's strategy for determining which of the national, regional or global needs will be assumed by which agencies and with what priorities. To be included also would be the major universities and research centers that are making important contributions to the theory and practice of population education. Failing UNESCO action, a network, such as that presented above, might serve the coordinating function.

The Costs

Although base line data to make an accurate appraisal of the costs for the development of population education programs in the developing world are not readily available, it is clear that the amounts involved are significant and should be recognized as such from the beginning.

School population education costs are estimated at between $6,000,000 and $8,000,000 over the next five years for approximately fifteen country programs. This estimate is based upon an average of $100,000 per country per year, and on the assumption that approximately five years is needed from program initiation to program institutionalization. Obviously in larger countries, such as India and Indonesia, additional costs can be anticipated simply due to the increased magnitudes of students and teachers. Increases may also arise in countries where educational planning, materials development, and teacher training are decentralized.

Individual nonschool projects tend to be less costly than school programs because they are usually directed toward a smaller, more clearly defined audience. A well coordinated, multifaceted national nonschool program, however, might well cost as much as a school program. Thus, an additional $6,000,000 to $8,000,000 might be estimated as the cost of nonschool programs in twelve to fifteen countries during the next five years.

Regional and global activities in support of school and nonschool programs, as described above, are estimated at approximately $1,500,000 per year, or $7,500,000 for the five year period.

Overall we might anticipate financial needs from outside donors in support of national population education efforts on the order of $20 to $25 million for the next five year period.

The financial needs of population education programs differ from many other activities in the population field. Family planning program costs,

for example, can be expected to rise as demand rises. The costs for population education are, however, basically start up costs, among other things, to train teachers already in the system, to do research and develop new materials, and to develop pre-service training programs. Once these changes have been institutionalized then special costs will decline rapidly, and the remaining expenditures for such things as the revision of materials will become part of the country's regular educational expenditures. Outside funding will, therefore, make a permanent contribution to the educational system without outside agencies having to assume a permanent commitment to continued funding.

A Postscript

A number of the activities necessary for the development of population education programs are related to other activities in the population field. Thus, the need for education and research institutions to provide intellectual support for program development should be considered by individuals concerned with institutional development. Similarly, greater communication and cooperation between social science researchers and educators will be of benefit in dealing with some of the problems of population education content referred to above. It is hoped that population education needs will be included in discussions of these and other related fields, in order to insure the highest standards of program development.

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